UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.
LIMITED

E/ECA/TCD/9
13 July 1983

ENGLISH
Original: FRENCH

LC/NAIROB

ECONOMIC COMMISSION FOR AFRICA

UNITED NATIONS
TRANSPORT AND COMMUNICATIONS DECADE IN AFRICA

ROUND-TABLE ON AN INTEGRATED APPROACH TO THE PREPARATION AND IMPLEMENTATION OF THE SECOND PHASE PROGRAMME OF THE DECADE

PARIS, FRANCE

21 TO 24 JUNE 1983

REPORT OF THE MEETING

A. DATE AND PLACE OF THE MEETING

1. The round-table discussion on an integrated approach to the preparation and implementation of the second phase programme of the United Nations Transport and Communications Decade in Africa was held in Paris, France, from 21 to 24 June 1983.

B. PARTICIPATION

2. The list of participants is annexed to this report.

C. OPENING OF THE MEETING

3. Mr. Pierrot, Director of the United Nations and International Organizations in the Ministry of Foreign Affairs requested Mrs. Briot to formally open the discussions.

4. In her opening address, Mrs. Briot, Director of Development Policies in the Ministry of Foreign Affairs, on behalf of Mr. Christian Nucci, Minister of Foreign Affairs responsible for Co-operation and Development welcomed participants to the round-table discussions.

5. She recalled that Franco-African co-operation in the transport sector covered all the different modes and took many forms.

6. Transport played a basic important role in modern economies and particularly in Africa, where the Lagos Plan of Action calls for improved inter-regional transport links.

7. She informed participants that the round-table was an informal meeting in which individuals were free to express their personal views, in accordance with the wishes of the Conference of African Ministers of Transport, Communications and Planning which met in Cairo in March 1983.

8. The competence and experience of the participants augured well for the success of the Round-table. Mrs. Briot expressed the hope that the round-table would indeed be successful and accordingly declared it open.

9. Professor Adebayo Adedeji, Executive Secretary of ECA then welcomed the participants and thanked the Government of France for its constant support of the Transport and Communications Decade in Africa. He pointed out that the first phase of this Decade was coming to a close and the purpose of the round-table was to draw conclusions that could provide a basis for formulating a credible programme for the second phase. The participants had been invited in their personal capacities for their qualities of judgement and their competence in general development and transport matters in Africa.

10. The principal objectives of the round-table were:

- to evaluate the problems encountered during implementation of and the overall results of the first phase programme;

- to examine all feasible means of mobilizing resources for the implementation of the second phase programme;

- to define criteria for determining the viability of transport investments and the relationships between transport and other economic sectors, in light of the objectives of the Lagos Plan of Action, the African Food Plan and the Industrial Development Decade for Africa, 1980-1990.

11. He stressed that the present situation would be examined in the light of the great differences that existed among African countries with regard to development and transport. Although it was difficult to harmonize situations as diverse as these, it was essential to do so, as an efficient transport system was indispensable for development. It ought to be remembered that priority had been given to regional and subregional projects, as well as to those of disadvantaged countries.

12. He pointed out that most African domestic markets were generally small and African countries could only carry out a programme of industrialization in concert with their neighbours, which largely depends on joint development of efficient transport infrastructures.

13. The various items on the agenda took account of these preoccupations. The first concerned an examination of the present situation, analysing its effects on intra-African transport. Then came a critical analysis of the first phase, to start with by mode, and then by type of operation (maintenance, transit, training, co-operation among African countries). With regard to the land-locked countries, the international community and especially neighbouring transit countries ought to take account of their problems.

14. Attention could then be devoted to the problems of choosing modes and technologies, and to the co-ordination of the various means of transport. The problem of energy would be discussed. If a coherent policy of agricultural, industrial and transport projects could be formulated, it would be possible to find economic justification for them; but this would require close co-operation between the countries concerned, and the problem of finding funds for multinational projects would have to be solved.

15. The draft programme for the second phase had not been finalized and the recommendations of the round-table would be useful for its definitive formulation. At the cost of Ministers' request, the report of the Round-table would be sent to all member States before the meeting of Experts to be held before the Conference of Ministers planned for February 1984. The object of this work would be to come up with a programme of manageable proportions.

16. In his address, Mr. M.B. N'Diaye, Vice-President of the African Development Bank thanked the Executive Secretary of ECA and the Government of France for their invitation. He hoped that the efforts made by France in support of the interests of the African countries would serve as an example to the other developed countries.

17. He said that co-operation among African countries required an efficient transport infrastructure whose importance for the development of trade had been emphasized in the Lagos Plan of Action.

18. Mr. N'Diaye congratulated the ECA secretariat on the work done in the first phase of the Transport and Communications Decade, and noted that much remained to be done. He took the opportunity to describe what the Bank Group had done or proposed to do.

19. As at 31 December 1980, the funds allocated in the area of transport and telecommunications totalled $1,060 million, or 20 per cent of overall commitments; that money was principally devoted to projects for the development of the disadvantaged, land-locked or island countries.

20. The Bank Group was fully conscious of the economic difficulties facing most African countries without much prospect of improvement in the economic situation in the near future. That was why a great deal of effort ought to be devoted to promoting economic integration of the member countries in order to free their economies from dependance on the outside world.

21. During the 1982-86 operating period, the Bank Group intended to allocate $1,660 million to transport and telecommunications, i.e. 26 per cent of the total planned budget. In addition, a sum of $155 million would be provided for technical assistance.

22. Indeed, the Bank Group attached the greatest importance to problems of maintenance, training and technical assistance. In particular, it was concerned that technology transfer was such that it could be adopted to the African environment.

23. Many projects initially scheduled in the first phase had been postponed to phase II for lack of finance. It was therefore appropriate to select a number of large regional projects, for which financing was more or less assured, and to concentrate all efforts on their implementation.

D. BUREAU OF THE ROUNDTABLE

24. The Round-table meeting was presided over by Professor Adebayo Adedeji, ECA Executive Secretary; Professor Destanne de Bernis was co-chairman.

25. Mr. Tchoute Moussa, Director of the Transport, Communications and Tourism Division of ECA, and Professor de Bernis were designated as rapporteurs of the meeting.

26. The drafting committee comprised the following personalities:

- H.E. Mrs. Elizabeth Tankou,
  Vice-Minister for Industry and Planning, United Republic of Cameroon

- H.E. Commandant Diakité Touré,
  Minister for Transport, Guinea
- H.E. Engineer Ahmed Chawky,
  Deputy Minister of Transport and Chairman of the Roads and Bridges Authority, Egypt
- Mr. Boubaker M'Bazaa,
  Vice-President of the African Development Bank
- Dr. Stephen Okudu,
  Co-ordinator of the Research Project on Transportation at the Nigerian Institute of Social and Economic Research
- Mr. Vincent Hogg,
  Regional Transportation Adviser at the World Bank
- Dr. Ulrich Stacher,
  Head of the Department for Technical Assistance, Federal Chancellery of Austria.

27. The Round-table considered the documents drawn up on the basis of the following agenda items:

1. Structure of the African international transport system and its effects on African economies

2. Lagos Plan of Action: adaptation of an African transport system to the objectives of the Plan; strategy and objectives of the Decade. Particular problems of inter-State links and access to the sea for land-locked countries

3. Evaluation of the implementation of the programme of the first phase. What lessons can be derived from the preparation and implementation of the programme?

4. General presentation of and discussion on the programme of the second phase, with regard to the objectives of the Lagos Plan of Action and to the global strategy of the Decade as defined by African Ministers:

   (a) by mode of transport
   (b) by function:

   - opening up of land-locked countries
   - inter-State links: difficulties for their economic justification (because of the impossibility to forecast traffic)

5. Problems in the choice of technology and modes of transport: objectives, constraints and profitability

6. What must be done in future?

The link necessary between transport and new activities. Negotiated development planning

7. Exchange of views on the determination of priorities, justification and co-ordination in the prospective search for financing

INTRODUCTION

28. In the course of the preparation of the programme for the second phase of the Transport and Communications Decade in Africa, it became evident that it was first of all necessary to draw conclusions from the experience acquired during the preparation of the programme of the first phase, its funding and execution. It was considered that the programme for the first phase had not left room for consultations on a wide enough scale between all the parties likely to contribute to its funding and execution. This led to the idea of a Round-table discussion to which would be invited people chosen on an individual basis for their skills and their knowledge of the problems of African development in general and of transport in particular.

29. The Round-table met in Paris, France from 21 to 24 June 1983 on the invitation of the Government of the French Republic. It was attended by 66 persons (see annexed list of participants).

30. The objective of the Round-table was to exchange opinions with experts on:

- the objectives and strategy of the Transport and Communications Decade in Africa and on its consistency with the Lagos Plan of Action,

- the results of the programme of the first phase and the lessons to be drawn from it,

- the methods and guidelines for the preparation of the programme of the second phase, with regard to the relevance of the projects submitted and their presentation,

- the financing procedures that could permit better availability of funds for the execution of the programme for the second phase.

31. The discussion in the Round-table was restricted to the land-transport modes of the programme for the Decade.

I. SUMMARY OF PROCEEDINGS

A. The situation of transport in Africa at the time the Decade was proclaimed

32. The African transport system was laid down historically during the colonial period, on the basis of the function assigned to Africa by the colonizers. It provided outlets for European goods and was a source of supply for tropical raw materials and products. The principal transport routes were therefore penetration routes inland, and the economies of certain regions were destroyed under the pressure of the invasion of imported products; or they were evacuation routes, by which the wealth of the continent was transferred to the world's richest regions. The density of the network was thus low. The potential of rivers was under-exploited, and the market for long-distance maritime transport was itself cornered by the fleets of the developed countries. The land-locked countries usually had only one access route to the sea, without any alternative to fall back on.

33. The construction of these transport infrastructures was in itself an outlet for the industries of Europe: no production unit capable of contributing to this construction or of supplying the corresponding equipment were created in Africa. The continent was thus deprived of the training effect normally brought about by such industries.

34. The structural transformation of the transport system was a necessary condition for the transformation of the African economy. It began soon after independence, but until December 1977, when the Transport and Communications Decade was proclaimed, progress was still insufficient and co-ordination was lacking.

35. Even though, in certain cases, the most modern techniques were installed, thus demonstrating African capacity to master them, the full potential was far from being exploited. There were many types of goods that could be exchanged, but there was no way of transporting them from one region of Africa to another: but were sold to Europe by certain African countries and bought back from Europe by other African countries. There were always crops losses due to lack of means of transport, etc. What was more, the situation had grown worse.

36. The difficulties experienced in operating this system increased first of all for reasons that were internal to the African countries: intangible barriers seriously held up inter-state links; the private sector could compete anarchically with the public sector in the exclusive pursuit of profit, the road system was organized to the detriment of the railways without any concern for the bill to be paid for oil products, with the result that none of the transport modes were fully used. Transport fares were fixed without any regard for rational economics; the personnel-training effort were insufficient. The result was low productivity and much waste.

37. The difficulties brought from outside were also considerable: in the absence of upstream industries, the deterioration in the terms of trade and the rise of the interest rates led to an excessive rise in operating costs, spare part and maintenance costs. The result was inadequate maintenance, traffic hold-ups, additional costs, a growing deficit, and an ever-increasing interest and debt burden. There was a real vicious circle in the deterioration of the transport system.

B. Comments on the execution of the first phase

38. The first phase programme can be assessed in the context of the objectives of the Lagos Plan of Action, since this was published after the proclamation of the Decade and reiterated its objectives. Nevertheless, it is not enough any more to assess the first phase in terms of the transport system alone. It must be resituated in terms of its impact on the economy as a whole.

39. The first phase programme was organized in a short period and therefore had numerous defects: a lack of regional and subregional projects, inadequate planning and lack of justification for certain projects, a lack of projects for co-ordination between the different transport modes, few projects for the elimination of intangible barriers between States, and insufficient projects for setting up African industries in the transport sector. But it would be unfair not to emphasize the difficulty of an enterprise of this kind and the urgency of the situation in which Africa found itself. We must render this experience useful also by learning the lessons of our own failings.

40. There was also inadequacy in the execution of the first phase, in particular due to the low level of finance made available: only 40 per cent of the projects could be funded, and Africa itself provided 75 per cent of this funding. Sometimes insufficient attention was paid to the ratio between increased traffic and the volume of investment, which at times led to an abnormal level of borrowing.

41. However, the question is whether or not the situation is better today than it was in 1977. There is no overall reply to this question, especially as the statistics available do not permit an exhaustive appreciation of the efficiency of a transport system. We do not have satisfactory criteria to assess the level of maintenance of the existing equipment, to judge the overall efficiency of a transport system as such (and not just the cost-effectiveness of a given railway), and still less to assess the effect of this transport system on the economy as a whole. It is also obvious that the transformation of a transport system takes time, and it is only possible to appreciate it with a sufficient period of hindsight.

42. Of course, it has been said that maintenance is continuing to deteriorate and that it is still just as difficult to obtain funding - hence the usefulness of the experience with the maintenance fund set up in ECOWAS for this purpose. Similarly, people have drawn attention to the insufficient progress made in training management staff.

43. But it would be unjustified to look entirely on the black side. Road density in the rural zones - although it is still very inadequate - has grown. When the construction of such roads has been accompanied by suitable measures for the development of agriculture, traffic density has very soon exceeded forecasts. When the necessary measures have been taken, the local people have benefited, even though elsewhere the lack of such measures has enabled groups of middlemen to appropriate all the advantages to themselves.

44. Indeed, more national than subregional and regional projects have been implemented, but this is the result of the pursuance of development projects within each different country, of the higher cost of inter-State links, and of the difficulty of obtaining the necessary funding for such links.

45. We must also note the extension and modernization of railway lines and the modernization of some ports.

46. We should also note that a process of planning for transport is emerging slowly hence it is still embryonic and insufficient. It shows evidence of a political will, and constitutes a first base for subsequent progress.

47. The limited amount of progress made is also due to the fact that it has not been possible to obtain the necessary funding while Africa has shown its political willingness by covering three quarters of the investment made from its own resources, the international community has shown very considerable reticence. It seems not to be convinced of the usefulness either of the objectives of the Decade or of those of the Lagos Plan of Action. The "donor" countries seem to prefer national projects under bilateral arrangements even though the economic development fund has devoted 20 per cent of its contribution to regional projects. They have taken advantage of a series of legal difficulties, whose solution they make a condition for their aid. In this way they delay the provision of finance. It is fair comment that the projects of the first phase might seem too ambitious or uncoordinated to the "donors". But there is no guarantee that greater rationality would have obtained greater success.

48. The participants have also deplored the fact that, hitherto, the African financing bodies have not committed themselves much in the funding of the regional projects, especially because only few of these projects were submitted to them.

49. It is necessary to draw conclusions from these difficulties, as the African states themselves have made a critical appreciation of this first phase: this is another proof of their political will to make progress in the constant battle to transform the African transport system.

C. The lessons to be learned for setting up the programme for the second phase and for better availability of the necessary funding

50. At the threshold of the second phase, it now remains to transform the transport system in order to transform the economic system. This implies that the transport system should be co-ordinated with the agricultural and industrial projects both upstream and downstream; in order to have more trade it is necessary to produce more. This is why, in particular, the rural roads are so important; these cannot be sacrified whatever the priority given to subregional means of transport.

51. Learning lessons from the execution of the first phase in order to improve the preparation for the second one is down to asking ourselves what improvements can be made to the planning system. Any process of planning consists in reconciling in a coherent manner elements that appear to be separate or even contradictory (for example, considerable needs and limited resources). Among the principal themes that have been approved for action, we may mention:

- Static-dynamic co-ordination in the short, medium and long terms. In the short term, provision should be made for maintenance of the existing equipment and for increasing its efficiency and the training of personnel at all levels. In the medium term consideration should be given to the problems of modernization and of harmonising regulations (at the frontiers, fare structures, etc...). In the long term new initiatives to restructure the transport system must be envisaged. But it must never be forgotten that the long term requires immediate decisions.

- Co-ordination between the transport modes to make them complementary rather than competative; this will in particular require measures of co-ordination and of fare harmonization. Sometimes the different modes come under a different form of management (public, private). This should not work against the need for co-ordination and harmonization. When nothing yet exists in a given "corridor", it is preferable to begin by setting up a single transport mode - the one that is most suited to foreseeable needs over 10 years.

- It is necessary to adapt the dimension of the economic spaces in order to create coherent spaces. Continental unity must be built through concentration on the subregions. This subregional dimension is absolutely essential and especially when we come to consider the fundamental problems of opening up the land-locked countries. The roundtable has accepted that subregional projects have a more political dimension, but this should not mask the fact that their economic and social impact is very great.

- Mastery by the national operators over the international transport system in order to establish national coherence and to preserve incomes within Africa and to direct them towards development.

- The fixing of suitable objectives in terms of the time allotted to them. This is a very basic question for any planning: how it can be inserted both in space and in time. This question of coherence leads us to emphasize that it is not enough that projects should be consistent with the overall objectives. They must also be mutually consistent and consistent with the resources available during the period chosen. There was a consensus that the present number of projects in the second phase was excessive;

- Any discussion on planning necessarily comes up against the question of what place should be left for market forces and prices, since it is clear that authoritative power is exercised on certain markets in such a manner that the price mechanism is not necessarily a good method of optimization. A number of proposals arose from this;

- Irrational manipulations of prices by Governments must always be avoided;

- Governments must take the necessary measures to ensure that the advantages of a project are not misappropriated by groups of middlemen;

- One must not imagine that exact cost calculations can be carried out when the object is to transform structures fundamentally;

- Prices are essential aspects in the choice of transport modes, technology, and energy sources but one must not have too many illusions as to the amount of freedom available to the poor countries or those with limited resources in this regard.

- The models set up in the developed countries (for cost-effectiveness, for example), are not necessarily suitable for the realities of the African scene.

52. It is necessary to consider these comments in their totalling to understand why the roundtable has recommended that Africa's thinking should be in terms of inter-modal regional integration, or in terms of "negotiated development of the territory".

53. This is the context in which the participants in the Roundtable discussions moved on to the problems of financing. Most of their discussions related to the recommendations they made on this subject.

54. These are the considerations behind the recommendations made to ECA both in respect of what it should do to improve the preparation for the second phase and of how it should adapt itself to the role the participants in the round-table would like it to assume in the progressive development of a process of long-term planning, which is bound to extend beyond the limits of the present Decade.

55. Lastly, all these considerations cannot but lead to global inter-dependence. A special recommendation has been made expressing the point of view of the participants on this.

II. RECOMMENDATIONS

A. RECOMMENDATIONS TO ECA

1. Immediate actions for restructuring the programme for the second phase

The participants in the round-table discussions emphasized several points:

(a) It is essential to classify projects according to the highest priority:

1. the programmes of maintenance and rehabilitation of existing elements of the transport systems, in particular when deterioration has led to an agrravation of the situation of a land-locked country or to a reduction in inter-state trade. Special care should be taken to ensure work of high quality so that expensive reconstruction of the transport system is avoided.

2. the programmes for training at all levels and for technical assistance which can only be carried out on a regional or subregional subregional scale, and which are essential for the medium- and long-term efficiency of any transport system.

(b) It is of basic importance to include in the second phase programme the projects for industries upstream of the infrastructure of the transport system (civil engineering, universal plate, rolling stock, shipyards for river, lake and coastal traffic). In the present circumstances they should include:

- immediately, feasibility and optimization studies on location of subregional projects;
- the process of decision-making (legal structures, funding, etc.) in such a way that execution may commence before the end of the present Transport and Communications Decade in order that the projects may be operational before 1990.

(c) The second phase only has a chance of being successful if maximum coherence is built into it. The problem is not one of conforming to reasoning imposed from the outside, especially as there is no guarantee that the international community will be more open to a project more in keeping with the objectives of the Lagos Plan of Action. This is an African internal requirement, since it wants:

- to act with maximum efficiency to transform its economic system based on the transformation of its transport system;
- to have as much as possible done with the available resources and to maximize the efficiency of what it does.

To arrive at this, it is not possible to consider all the projects on the same basis. A project is never justified by itself, but by its useful effects, and these must therefore be set out with as much qualitative and quantitative precision as possible. The more a project forms a part of a larger whole, the more important it is. Consequently, the roundtable recommends that the projects should not be presented only by transport mode, since this does not permit coherent comprehension of how the African transport system is developing. The different transport modes must be taken into consideration, but on a different level:

- to provide for their co-ordination, when there are several in the same "corridor";
- to permit the most efficient choice to be made between the different modes possible (alternatives), when a new corridor is being created.

ECA will have to categorize projects of the second phase into:

- regional or subregional projects on the one hand, and national projects on the other; since it is conceivable that different forms of aid or funding can be set up according to this distinction. However, it is unjustifiable to try to make a strict link between:
  - regional or subregional projects and multilateral aid;
  - national projects and bilateral aid.
- projects of high priority because they are in conformity with the Lagos Plan of Action, and are necessary for the overall co-ordination of the African transport system;
- and other projects which do not fit in the two categories above.

This does not mean that the other projects are not in accordance with the objective or of no value. It only means that ECA must have a coherent overview in space and time and that it must submit first for funding not only what is of high priority in terms of objectives but also what is urgent from the point of view of the available time to implement it.

These three types of distinction are only valid as a general classification. The participants in the roundtable think that the second phase will only have coherence if the projects are co-ordinated with a view to the progressive constitution of a system or subregional systems.

Reservations were expressed during the roundtable about the procedure of arbitrarily tracing transcontinental axes on a map. The result is bound to be abstract when compared with reality. The unity of the continent must be retained as an overall project that will be achieved progressively, and as something that underlies everything that is done immediately; but it is at the level of subregional co-operation that the most immediate structural transformations can be made with maximum efficiency. Care must, however be taken to ensure that the system does not suddenly terminate at the edges of the the subregions; the countries that are on these borders still need to be able to co-operate with all their neighbours.

Development must therefore be based on subregional development zones. This implies that when transport priorities are laid down, corridors must be defined in terms of the integrated agricultural and industrial development objectives and consequently of the forecasts for products to be transported. This is the only method compatible with the double affirmation which is basic to the Transport and Communications Decade:

- the transport system must be transformed in order to transform the African economy;
- transport is the base on which the integrated development of Africa will be built. This will in particular avoid the creation of artificial transport axes for export that could destabilize the economy of certain regions, which would manifestly go against the development objectives.

This method of determining "corridors" makes it possible to co-ordinate the different modes when they are already present. And where no regional system exists, it above all makes it possible to set up a rational method of forecasting traffic at successive periods. Consequently, within a given "corridors," the priorities over time can be easily determined (after separating out maintenance and training requirements):

- where some transport elements already exist:
  - co-ordination of what exists;
  - creation of what is needed in addition to clear bottlenecks;
- if nothing exists, one can determine the first mode to provide. This is not necessarily a road if it is a corridor in which it is expected to transport bulk commodities.

This method lastly guarantees that inter-state communications will have priority even when they are national projects, since this is the only way they will receive priority attention.

With regard to the number of "corridors" to be envisaged, certain participants have suggested that it should be reduced. On this point, it should be realized that there is no economic method that can provide a basis for choosing between corridors in different subregions. It is hard to see how one can decide that one subregion should be developed before another or faster than another. On the other hand, within each subregion there may be priorities over time, either because certain corridors may condition others, or because forecasts for agricultural and industrial development are also spread out over time. The rule is still that projects must be mutually consistent.

Thus the content of the second phase - independently of the three types of classifications mentioned above - would be composed of a set of maps showing the "corridors", or if a different form of presentation is preferred, of clusters of projects (to show priorities in a time frame).

Each corridor or "cluster" is independent of the others to some extent, but the prospect of continental unity underlies them all in respect of how these corridors will be co-ordinated.

2. Long-term recommendations

The participants, after examining in detail the execution of the first phase and the state of preparation of the second, wished to pay homage to the work carried out by ECA in this field, which is so essential for independent African development.

This being the case, they considered that far from slowing down its efforts, ECA should assume even more responsibility in the service of each of the member States and their peoples. Keen though they were to see a real African transport system set up in the service of the African peoples as a whole, and indeed precisely because they see the necessity that this should work efficiently, they recommend that ECA should not isolate the Transport and Communications Decade from the Industrial Development Decade and the African Food Plan in the overall context of the long - and very-long-term objectives of the Lagos Plan of Action.

Thus, in the field of transport, they recommend to ECA that it should:

- take more initiative, whenever necessary, to initiate subregional transport projects and ensure their co-ordination. In particular and in the immediate future, this means stimulating discussion within the groupings of land-locked countries and their transit countries. It also means the need to provide progressively, without necessarily limiting individual initiative, co-ordination between the actions carried out by the subregional organizations;
- develop its capacity to carry out studies for these subregional projects, in order to guarantee unity of method and to bring about their rapid achievement. It would be desirable for ECA to prepare manuals of methods for studies on transport projects, and their integration in overall development projects;

- help lay down the conditions for more effective technical assistance, for as long as such assistance is necessary. It is desirable that ECA should develop its own capacity for technical assistance to its member States.

In its effort to integrate transport projects into the overall economic development process, ECA should progressively set up a continent-wide planning unit. The success of this initiative will depend on its progressive nature and constant consultation with the subregional bodies and the national planners.

It is obvious that all the development projects necessary for the transport system (and industry and agriculture) will not be completed by the end of the Transport and Communications Decade (or that of the others). It is thus reasonable to consider a second decade, which could go up to the year 2000. In this context, the second phase of the present Decade can be seen as a stage in a process of planning over a long period, as one of the structural changes to be made on the African continent.

ECA should start to consider the best means of bringing such a process about.

B. RECOMMENDATIONS TO AFRICAN STATES

The participants in the roundtable on the Transport and Communications Decade in Africa, following their assessment of the execution of the first phase and the state of preparation of the second phase, consider that it forms part of their assignment to suggest to African leaders that they should take certain steps to remedy the difficulties encountered and increase the effectiveness of the collective effort in the context of the Transport and Communications Decade, with the object of implementing the objectives of the Lagos Plan of Action more efficiently.

1. In the short term

- to make a list of the training, equipment and funds required to ensure the adequate maintenance of the existing transport services in their countries as quickly as possible and to give high priority to this;
- to list systematically all the operations that could increase the efficiency of the transport systems at present existing and to identify the training requirements;
- to take due account of the importance of pricing in transport management and operations and therefore to undertake studies and other necessary measures for the setting of appropriate fares and charges;
- to co-ordinate in a rational manner the different modes of transport that exist so that they are complementary and not competitive;

- to ensure better and more rational use of the existing transport capacities;

- to ensure that the advantages derived from the new investments in transport are obtained by those for whom they are really intended, and not misappropriated by groups of middlemen;

- to increase in each country proper control over the transport system - both the national networks and the local elements of the international system - in order that the revenue arising from it should be maintained within Africa and be used in accordance with the needs of development;

- to give high priority to negotiations with neighbouring countries served by the same transport system with the object of progressively reducing and finally eliminating the non-physical barriers that prevent the existing services from being fully utilized;

- to begin negotiations between neighbours with the object of identifying the action necessary to reduce the cost of breaking down loads at the frontiers or at the end of a route, and of determining what action should be taken to achieve this in the shortest possible time;

- to begin negotiations with neighbours with the object of pooling efforts to obtain funding for projects of subregional (or even regional) interest. In this regard it will be necessary for the countries concerned to make a collective commitment to assure the financing of such projects and for regional financial institutions to underwrite such common commitment.

This recommendation principally concerns the groups formed by the land-locked countries and their transit countries. The solidarity of transit countries with land-locked is likely to be jeopardized if it implies for the former onerous investments which they would not have to make were it not for the latter. A review must therefore be made of the benefits that a transit country derive from infrastructural investments for the benefit of a land-locked country so that an apportionment of costs may be made and other measure to enhance the success of a project may be undertaken:

- to start suitable consultations to identify the subregional programmes of common interest and to take the necessary decisions for feasibility studies to be carried out. The economic impact, the most suitable form of transport, the degree of priority and the quality of the studies are all factors that determine how feasible the projects are and how quickly they can be implemented.

2. <u>In the medium term</u>

(a) to take account of the considerable need to develop transport at all levels, and in particular the importance of transport for the development of agriculture;

(b) to direct national planning towards implementing the objectives of the Lagos Plan of Action:

- in order to promote the development of intra-African trade to draw up a list of imports from elsewhere that could be imported from other African countries, and of exports that could be exported to other African countries, and in particular exports and imports that would lessen Africa's dependence on other regions for food;
- in terms of the progressive availability of better regional transport means, in order that the potential may be taken full advantage of as soon as possible;
- in terms of the existence at a point to be determined in the future of subregional industries, properly distributed between the countries to ensure the balance of trade, and in particular those that will be set up upstream of the transport system and which are likely to exercise a catalytic effect on a large number of miscellaneous economic activities;

(c) to take action towards the harmonization of national transport systems especially under the aegis of subregional inter-governmental organizations.

(d) to make the evaluation of the national and international transport systems and the necessary adjustment in stages and in accordance with the needs of each time.

C. APPEAL TO DEVELOPED COUNTRIES AND TO INTERNATIONAL FINANCING INSTITUTIONS

The participants in the roundtable on the Transport and Communications Decade in Africa have examined the reasons why the international community has not contributed more actively to the funding of the first phase. On the eve of the second phase, while elsewhere recommending measures that they hope will make it possible for the second phase programme to attract more international support, they issue an appeal to the developed countries and the international financial institutions to adopt an approach in their contribution to the development of Africa, that will progressively take account of the unique nature of the African situation, that takes into account the objectives of the Lagos Plan of Action, and that will make it possible to consider seriously the fundamental restructuring of the African transport system as a necessary basis for the development of agriculture and industry within the framework of totally integrated economic development.

1. They draw the attention of the international community to the difficulty of working out a coherent plan of structural transformation, which is bound to involve operations over a period of many years and whose efficiency can only be measured over a relatively long period before the availability of financial resources compatible with the characteristics of this situation can be assessed. They recommend on this point that funding methods suited to the constraints of the problem should be rapidly examined by ECA and the representatives of the "donor" countries and the African and international financial institutions.

They emphasize that the considerable effort made by Africa, which has itself financed 75 per cent of the projects of the first phase of the Decade, is obvious proof of its political will and the best guarantee that everything will be done by the African continent to ensure the success of the Decade.

2. They draw the attention of these same countries and institutions to the importance of constructing a number of regional and subregional inter-state links, arrangements for which they have set out during this same roundtable, and in particular for the opening up to the outside of numerous land-locked countries on the continent. In this context, particular attention must be paid to the projects of transit countries which are for the benefit of land-locked countries. They have noted that numerous legal difficulties seem to have arisen and constitute obstacles to the provision of funding suitable for the multinational nature of these projects. They therefore recommend that African countries should themselves take the necessary action to remove any difficulties in this regard. But they strongly appeal to the developed countries and the international financial institutions for their part, accept the necessary innovations.

Although they do not seek to make comparisons with other types of expenditure, the participants in the roundtable are conscious of the magnitude of the effort required for the success of the second phase of the Transport and Communications Decade. But they recall that the effort made by the African countries offers substantial opportunities for a number of productive activities in the developed countries, and this, in the context of the present crisis, constitutes a positive element to help them emerge from the present economic crisis. For them this is proof that there are reciprocal interests between all the peoples, and they hope that awareness of this may grow as rapidly as possible for the greater collective good.

D. ECA RECOMMENDATIONS/SOURCE OF FINANCE

1. The participants in the Roundtable recommend that ECA should examine without delay, in conjunction with the subregional organizations and with the financing institutions in Africa, the possibility of setting up joint funds for the States of the subregions with the object of ensuring that the projects of high priority for the Transport and Communications Decade are carried out. There is no need to increase the number of such institutions. But it seems justified to consider setting up such joint funds rapidly to ensure that the existing modes of transport are maintained adequately and that rehabilitation projects are implemented as soon as necessary.

2. The participants in the Roundtable, having heard the points of view of the representatives of IBRD, ADB, BADEA and the OPEC Fund, recommend that ECA should organize a working meeting with the representatives of ECA and the representatives of the above mentioned organizations before the end of 1983 with the object of examining:

- the steps that can be taken to bring about more active participation by these institutions in the financing of projects of the second phase of the Decade;
- the setting up of long-term financial packages;
- arrangements for concessionary lending in order to minimize the debt burden of African countries;
- the usefulness of and arrangements for periodic meetings in order to maintain the necessary contact.

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